

CHRB NEWS & REVIEW

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MESSAGE FROM THE EXECUTIVE DIRECTOR

Executive Director Roy Wood provides an overview of the California Horse Racing Board's security policies and enforcement efforts at all California racetracks and training facilities.

When I became executive director of the California Horse Racing Board in 1994, one of my first priorities was to visit all of the racetracks in the state, and to meet many of the participants in the racing industry. In doing so, I heard from horsemen who speculated that the use of performance-enhancing drugs was widespread. They felt that the CHRB needed a greater security presence in stable areas.

In my many years of involvement in horse racing, this has been a recurrent theme, not just in California but also in Louisiana, Texas, and every other racing jurisdiction where I have either worked or visited. There seems to have always been suspicion that some people are trying to beat the system. Seldom is there any hard evidence to support this suspicion, other than the fact that some people are doing better than others.

Being new to California and at that time unaware of the details of horse racing in the state, I made no quick judgments about the accuracy or inaccuracy of these comments. However, it was clear to me that at the very least, there was a perception that some people were using drugs to gain an unfair advantage.

Additionally, in my initial review, I determined that the various security forces in place at California racetracks and training facilities were not being fully utilized. And I recognized the need for changes and improvements in various other areas relating to security and oversight.

CREATED INTEGRITY PROGRAM

Accordingly, I created the Integrity of Racing Program in California. Many elements of this program already were in place in one form or another. The CHRB already had established a vital relationship with the University of California at Davis for the services of an equine medical director to assist and advise the Board on matters relating to veterinary practices, drug testing, and the health and safety of racehorses.

The CHRB already had a competent and respected equine drug-testing program. Our investigators all were highly qualified and eager to participate, as were the teams of racetrack security personnel and representatives of the Thoroughbred Racing Protective Bureau.

Our stewards were already participating in a continuing education program sponsored by the Association of Racing Commissioners International as part of its accreditation program. And in addition to the panel of three stewards who oversee each racetrack operation, a fourth associate steward already was present at some tracks to assist them in various matters.

As I saw it, my task was to coordinate some of these activities, improve others, add others, and as a result create an effective Integrity of Racing Program that could address any real security problems and improve the image of racing as a whole, not only with the public but within the racing community.

THE PROGRAM

We began by improving security at our racetracks by developing security plans and coordinating the efforts of the many security forces that operate in and around each facility. These included our own CHRB investigators as well as racetrack security, TRPB agents, local police departments, and other state and federal law enforcement personnel, including the FBI.

We recognized that our own investigators, particularly the supervising and chief investigators, were being pulled away from security matters because of their additional responsibilities concerning licensing matters. Accordingly, we created the position of licensing manager to relieve them of those responsibilities. This gave our investigators more time to spend in the stable areas, and along with the other se-

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IN THE GOLDEN STATE

LEGISLATIVE UPDATE



**By Jacqueline Wagner
CHRB Staff**

The California Legislature introduced 12 bills related to horse racing during this past legislative session. Ten of those bills passed both houses of the Legislature and were sent to the governor. Three of the bills were signed into law. The remaining seven bills were vetoed.

Governor Gray Davis signed the following three bills as non-urgency legislation, effective January 1, 2001:

SB 1825 – Chapter 342 (Senator David Kelly) provides for a minimum of \$40 million per year in license fees paid to the State by racing associations and fairs for support of the network of California fairs, the California Horse Racing Board, and the Kenneth L. Maddy Equine Research Facility at the University of California at Davis, and provides that if funding falls below this amount, the tracks, horse owners, and breeders, all of whom receive a statutory distribution of the handle, must remit on a pro rata basis the amount necessary to reach this figure.

SB 1887 – Chapter 779 (Senator John Vasconcellos): Existing law authorizes agreements between racing associations and off-site satellite wagering facilities considered to be within the “sphere of influence” of the live racing facility, for specified impact fees to be paid by the off-site satellite wagering facility in the northern racing zone of California. These fees are to compensate for “impact” on attendance at the live facility caused by an off-site satellite facility’s proximity to the live racing facility. The law also provides that nothing in these provisions will be construed to require an association or fair to have an agreement regarding these fees, and no impact fee will be paid by the operator of a satellite wagering facility that was also licensed at any time during the prior year to conduct a live racing meeting in the northern racing zone. SB 1887 exempts the Santa Clara County Fair from paying an “impact fee” to northern California private racing associations, and provides for a license fee reduction to the racing associations beginning in 2001 in an amount equal to the impact fees received by the racing associations from the fair during the 2000 calendar year. The bill also provides that specified on-track license fees applicable to wagers made within the enclosures of thoroughbred racing asso-

ciations in the counties of Alameda and San Mateo be permanently reduced, beginning in 2002, by an additional sum equal to the actual amount of impact fees respectively received by each association from the Santa Clara County Fair in 2000.

SB 2054 – Chapter 1082 (Senate Governmental Organization Committee, Senator Don Perata, Chair) represents a long-overdue attempt at conforming or eliminating various sections of horse-racing law that are either inconsistent with later enacted sections of law relating to horse racing, or obsolete altogether, by making numerous technical, clarifying, and conforming changes to update and condense, where pos-

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CALENDAR

NOVEMBER

- 8 – Hollywood Park meet opens in Inglewood.**
- 15 – Golden Gate meet opens in Albany.**

DECEMBER

- 1 – CHRB monthly meeting in Cypress.**
- 22 – Cal-Expo harness meet opens in Sacramento.**
- 26 – Santa Anita meet opens in Arcadia.**
- 26 – Golden Gate meet re-opens in Albany.**

JANUARY

- 5 – Los Alamitos quarter-horse meet opens.**
- 18 – Bay Meadows meet opens in San Mateo.**
- 21 – CHRB monthly meeting in Arcadia.**

EARNING THEIR STRIPES

Frank Moore and John Troche, two veteran law-enforcement officers who came to the CHRB after retiring from successful careers in major police departments, have been promoted to high-level positions in Sacramento. Moore will be chief investigator for Northern California, a counterpart to longtime southern chief Robert Nieto, while Troche will be the supervising investigator at the headquarters office.

Frank Moore is one of those go-getters who always seem to be busy doing something worthwhile. You know the type. He's the neighbor who is out mowing the lawn at 8 a.m. on a Sunday morning.

For years he channeled this energy into taking college courses during his non-working hours. This led first to an



associate of arts degree in administration of justice, then to a bachelor's degree in interdisciplinary studies from Cal-State Dominguez Hills, with a minor in psychology. Finally, a few years ago he earned a master's degree in negotiation and conflict management from Dominguez Hills.

Moore, who served 25 years with the Los Angeles Police Department until his retirement in 1995, came to the CHRB as a senior investigator on the Southern California thoroughbred circuit, and for the last five years he has impressed everyone around him with his strong work ethic.

When he heard that the CHRB was creating the position of chief investigator for Northern California, Moore submitted his application, and after a long review process, he got the job. He will be based in Sacramento, where he will oversee all administrative functions of the enforcement division, and he will travel throughout the northern part of the state as he deals with policy issues and complicated investigations.

"He's a no-nonsense, down-to-earth kind of guy, who uses common sense when reasoning out problems," said Bob Nieto, the chief investigator in Southern California, who was part of the review committee that selected Moore for the post. "Frank has a good temperament, and he gets along well with people."

Moore, who had relatives in the horse-racing business when he was young, said that early exposure to the sport has helped him on the job.

"Basically, I'm always trying to improve myself, and do what's best for the agency and for myself," he explained. "I think this move is best for us both."



John Troche is no actor, but for decades he had a leading role on the streets of San Francisco.

It all began in 1962, when he literally went underneath the streets doing electrical underground utilities work. Then in 1965 he joined the San Francisco Police Department and initially patrolled the streets. Aside from a brief



stint with the California Highway Patrol, that's where he spent the next 32 years.

Along the way, he went to college, earned a bachelor's degree in administration of justice, and accumulated credits toward a master's degree in human relations and organizational development at the University of San Francisco.

The college achievements and his excellent work record led to several promotions with the SFPD, which took him into the Bureau of Investigations, where he worked the auto detail, fraud, narcotics, and crime-specific task forces, as well as supervisor of patrols.

Troche retired from the SFPD in January of 1997. But too young and ambitious to retire for real, he began the testing and interview process with the State of California long before he left the department, so that he never missed a single day of work as he assumed his new duties as a senior investigator with the CHRB at Bay Meadows, Golden Gate Fields, and various fair meets.

"It was a fairly smooth transition for me," explained Troche. "No matter what type of investigation you're doing, basically you use the same techniques. It's really just different terminology."

Now, the same attributes that led to those promotions in the SFPD have earned him a promotion to supervising investigator with the CHRB. He will be directly supervising the satellite-inspection unit and split-sample section in Sacramento.

"He's a natural for the job," said Nieto, who served on the panel that selected Troche. "He has natural gifts—good common sense, maturity, and composure."



THE EQUINE PRESCRIPTION

FROM THE DESK OF THE CHRB
EQUINE MEDICAL DIRECTOR



DR. RON JENSEN

The CHRB recommends that everyone utilize the guidelines for training and racing developed by the International Group of Specialists Racing Veterinarians – an international organization of racing regulatory veterinarians representing 26 countries, which produced the guidelines to provide racing jurisdictions with an opinion on major horse-racing welfare issues. The CHRB recently endorsed the guidelines.

The issue of animal welfare is of increasing importance in modern times. As the world becomes more urbanized, and fewer people are involved with livestock production, a new social ethic is evolving. The general public understands and tolerates animal use for food, research, and sport, but demands that animals be treated humanely.

Twenty years ago there were no bills introduced in Congress dealing with animal well-being. Today, about 60 such proposals are put forward each year in Congress alone. Public sentiment for equine welfare propelled a bill through the California Legislature making the slaughter of horses or shipping of horses for slaughter a felony.

The equine industry in general, and racing in particular, will be judged by this new animal ethic. These welfare guidelines can be used to explain to the racing fan and to the general public that the horses involved in racing are well-cared for and treated humanely.

It is important that those of us involved in the industry constantly evaluate the methods and equipment that we use to break, train, and race horses. We need to be aware that some of the equipment that we routinely use, such as lip chains, war bridles, whips, and tongue ties, could be perceived by the general public as severe, and we need to use this equipment in a humane and judicious manner.

These welfare guidelines may be modified as new information becomes available. Particular attention will be paid to new research findings concerning the health and welfare of the horse.

WELFARE GUIDELINES

At all stages during the preparation and presentation of horses for racing, their welfare must take precedence over all other demands.

The housing, feeding, and training of racehorses should be compatible with good horsemanship and should not com-

promise their welfare. Any practices that cause physical or mental suffering, whether in stables, training, or racing, should not be tolerated.

Training methods that cause fear or impose undue restrictions on the normal behavior of racehorses should not be used. Horses must only be given training schedules that match their physical capabilities and level of maturity. They should not be subjected to programs for which they have not been properly prepared.

Horseshoes should be designed and fitted to minimize the risk of injury.

Long journeys should be planned carefully, and horses allowed regular rest periods and access to water. Respiratory problems can often be reduced if horses are able to lower their heads to floor level during rest periods.

Horses must be in fit and healthy condition before being allowed to compete.

No horse showing symptoms of disease, lameness, or other ailments should be raced, when to do so would be against its best interests. Whenever there is any doubt, a veterinary inspection should be requested, and this should be undertaken before the horse is allowed to race.

Horses mature at widely different rates. Training and racing schedules should be carefully planned to minimize the risk of musculo-skeletal injuries.

Any surgical procedures that threaten a horse's welfare or the safety of other horses and riders should not be allowed in racing.

Horses with severe or recurrent clinical conditions should, on veterinary advice, be temporarily or permanently excluded from racing.

Mares should not be raced beyond 120 days of pregnancy.

Conditions at race meets should not prejudice horse welfare.

Racetracks and racing surfaces should be designed and maintained to reduce risk factors that lead to injuries. Particular attention should be paid to crossings, uneven racing surfaces, and extremes of racing quality.

Common sense should be used when racing in extreme weather. Provisions should be made to cool horses quickly

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BE OUR GUEST...



The California Horse Racing Board believes the best way to regulate an industry is to be fully informed. The CHRB regularly solicits input from the public and the horse-racing industry, and this guest editorial page is one more forum for that purpose.

This guest editorial is provided by John Giovanni, who has been associated with the Jockeys' Guild for nearly 40 years, initially as an active member and director of the Guild while riding. Upon retirement from riding, he worked as a regional manager for the Guild for six years before assuming his current position as national manager in 1987.

The goal of the Jockeys' Guild is to represent the interests of all jockeys in areas of safety, compensation, health and accident insurance, and quality of life issues. Our association enjoys an excellent reputation within the racing industry. Hall-of-Fame jockey Pat Day currently serves as our president.

The life of a jockey is not an easy one. Tremendous self-discipline is required to stay in superb physical condition. Pound-for-pound, jockeys are the best athletes in the world. Unfortunately, jockeys are not accorded the same benefits enjoyed in other sports. Their salaries are not nearly commensurate with those of other professional athletes. Most jockeys struggle to earn a living and will suffer racing accidents several times throughout their careers. And when a jockey is injured and cannot ride, he or she does not get paid. This can put a tremendous financial burden on the family. In addition, health insurance costs for jockeys are growing at an exponential rate.

Jockeys put their lives on the line each time they climb on a horse, all to the benefit of everyone else in the racing industry – the business people running the racetracks, the owners, trainers, and backstretch workers. One need look no further than apprentice jockey J.C. Gonzalez, who died in a racing accident at Fairplex in 1999, at the very beginning of what had looked to be a promising career. Or veteran rider Marco Castaneda, whose riding career ended on the day after Christmas in 1994 when he suffered multiple skull fractures in a racing accident at Bay Meadows. Castaneda is now one of the 49 jockeys currently on the Jockeys' Guild Disabled Jockeys List.

Many racetrack managements, horsemen, and jurisdictions have been sympathetic to our efforts to look out for the well-being of jockeys. The California Horse Racing Board (CHRB), the Thoroughbred Owners of California (TOC), racetrack managements, and the legislature in California always have supported the jockeys without prejudice, and the jockeys are appreciative of that support.

California was the first state to agree to minimum track safety standards, and the first to install a safety rail. The state legislature generously included jockeys in the distribution of funds from uncashed tickets on scratched horses. The TOC supported this initiative, which earmarked funds for health insurance for California jockeys.

California was the first jurisdiction to require mandatory wearing of the Caliente safety helmet and later safety vests in racing. The CHRB is currently evaluating the Jockeys' Guild request for mandatory use of safety vests by all riders during morning workouts, as well as our national request for a \$5 increase in the losing-jockey-mount fee schedule. We expect no opposition to these measures. In addition, the Board recently preliminarily approved the jockeys' request for advertising on their person.

During the 60-year history of the Jockeys' Guild, California has continually been proactive and progressive in the evaluation of the needs of jockeys. Such has not always been the case nationally. In 1980 when the Guild requested a change in mount fees, the Pennsylvania HBPA tried to block the increase approved by the Pennsylvania Racing Commission. The Guild was victorious in the court battle. In other cases, the current fee proposal, which represents only the second increase in mount fees in the last 60 years, has been opposed by two other racing jurisdictions, Maryland and South Dakota.

We would like to thank the members of the CHRB, the TOC, the legislature, and track management for fostering an environment in California where jockeys do not feel like second-class citizens. It is our hope that California will continue to lead the way in elevating the financial status of jockeys to be commensurate with what we see in other sports, in addition to keeping jockey safety issues a priority. While jockeys may not yet enjoy the star recognition nationally of other athletes, in California our stars seem to shine a little brighter in the eyes of the racing public and the industry.

BIFF LOWRY'S RETIREMENT



HORSE RACING'S MOST DECORATED HERO — Biff Lowry shows no signs of slowing down as he retires at the age of 73. The racing executive regularly competes in regional and national swim meets, and as shown in the above photo, he wins his shares of medals at those events.

“I train for the meets by swimming about eight furlongs most days of the week, and I win often enough to be the favorite in my age group most of the time,” said Lowry, who gets extra credit from us for using racing terms in other sports.

Biff Lowry gave up on the idea of becoming a professional jockey long before he sprouted to 6-foot-2 and 185 pounds. That turned out to be a very good thing for horse racing because he would have made a lousy jockey.

Instead, over the last 53 years he has excelled as a race-track-publicity man, thoroughbred-magazine editor, racing-stable agent, breeding-farm business manager, harness-racing executive, racehorse sales-company president, fair-racing director, and simulcast-wagering official.

Talk about being a critical part of the infrastructure. When Lowry retires later this year, the horse-racing industry might sag a little in the middle. Lowry himself doesn't sag or droop anywhere. At age 73, he is tall, strong, and lean, with the physique of an athlete who has been competing in masters swim meets for the last five years.

“I train for the meets by swimming about eight furlongs most days of the week, and I win often enough to be the favorite in my age group most of the time,” said Lowry, who gets extra credit from us for using racing terms in other sports.

Wait, there's more! Several times each month he commutes about 700 miles between the family home in St. George, Utah, and his job at Los Alamitos Race Course as assistant general manager for Southern California Off-Track Wagering, Inc. (SCOTWINC), the organization that is responsible for getting the simulcast signal to the 16 off-track satellite locations in Southern California.

Incredibly, this human dynamo plans to hang up his tack and retire to the peaceful calm of rural Utah – hundreds of miles from the nearest racetracks in neighboring Arizona, Prescott Downs and Turf Paradise.

Then it will be time to say goodbye to a man who actually met George Woolf, as well as John Longden and Ralph Neves in their youth... who, during a brief stint as hot-walker, worked with Buster Millerick, the trainer of Native Diver... who wrote publicity releases on the apprentice rider Bill Shoemaker.

“I met Woolf when I was 7 years old,” explained Lowry. “My father, Paul Lowry, was a sports writer and one-time editor of the *Los Angeles Times* when Santa Anita opened in 1934. I tagged along when he scoured the backstretch on Saturdays for human-interest stories.

“I met Guy Bedwell, who trained Sir Barton, the first winner of the Triple Crown, and I also met C.S. Howard and Tom Smith of Seabiscuit fame. Our house guests were sports figures – writers, trainers, jockeys, football coaches, boxing promoters, referees, and so on. My heroes became Longden, Neves, and Woolf. That was why I wanted to be a jockey when I grew up.

“I met Shoemaker years later when I was working on the publicity staff at Hollywood Park. That was in 1949, the year a

DESERVES A FEW VICTORY LAPS

fire destroyed the grandstand, so they ran the Hollypark meet at Santa Anita. Willie came down from Golden Gate, where he had just broken his maiden. He would respond with one-word answers, the way he's done all his life because that's his personality, but to me he was just shy and timid-acting, so I figured that he would fade into oblivion when he lost his bug. But after watching him ride for just a short while, I quickly changed my opinion. So much for first impressions."

Lowry's résumé is as long as it is impressive, so we'll run through it quickly by just hitting the highlights: He got his first real job in horse racing in 1947 in the publicity department at Hollywood Park; joined the California Thoroughbred Breeders Association in 1950 as assistant to the general manager and associate editor of the CTBA magazine; became agent for W.W. Naylor's racing stable and business manager of his breeding farm in 1952; became publicity director for the Western Harness meet in 1954, rising to assistant general manager during his 14 years with the association, then moved to Kentucky as the new president and general manager of The Red Mile and Tattersalls Sales Company; returned to California in 1985 to be general manager of a harness meet at Los Alamitos; became southern regional director for the California Authority of Racing Fairs (CARF) in 1989; made his final career move to SCOTWINC in 1993 with the multiple titles of assistant general manager, corporate secretary, and director of patron relations.

"I work with satellites (simulcast wagering facilities) whenever they request help," explained Lowry. "I monitor an 800 patron-relations line. I buy the satellite time for race meets and special imports. I also publish the quarterly newsletter. And I assist the general manager in various projects.

"I believe I've done some of my best work in the years since I returned to California. While at CARF and SCOTWINC, I fathered the idea for the Southern California Fans Committee, which became a success largely due to the efforts of David Pascale. I also started the concept of having annual seminars for satellite supervisors, where they noodle out common problems, share ideas, and generally get to know each other and other people in the industry.

"I authored a manual for satellite supervisors, wrote a pocket primer for satellite wagering, and hosted groups of satellite supervisors on visits to live tracks to see behind the scenes operations. I also served as chair of the CHRB advisory committee on simulcasting

"I'm not done yet. Before I retire, I hope to complete a California satellite directory, which will contain pertinent information on locations, directions, contact numbers, personnel, and so on. It should be very useful for everyone – the public and those working in the industry."

Asked about some of his fonder memories of the last half-a-century in horse racing, Lowry pointed to those early days at Hollywood Park.

"Those were the glory days," he said. "The daily average attendance got as high as 34,000 (in 1965). About all you had to do to get people to come to the races was open the gates. And for someone in publicity, well, it couldn't have been any better. There was much more exposure for horse racing in the daily newspapers – a lot more papers, too. We had full-page picture layouts in the *Los Angeles Times*. There were even cartoons. It was easy to get ink in the press. Nowadays, it's like pulling teeth to even get the results and entries printed.

"The game is not the same as it was. It's demoralizing to see the attendance drop so low. And the field sizes have shrunk. That makes it a little bit easier for me to retire. Although the romance of horse racing is still there, things aren't quite as much fun as they used to be."

Lowry also has much to look forward to – like spending more time with his wife, Katye, who has been living year-round in the family home in St. George while Lowry went back and forth to Southern California, where he has kept an apartment.

"We live in one of the most beautiful places in the country," he explained. "We're situated just north of the Virgin River Gorge at the trisection of Utah, Nevada, and Arizona.

"I'll have more time to swim. They're starting a masters swim program there, which I'll get heavily involved in. I really love the competition. I've been in 15 meets already this year, and there are five more scheduled.

"I made it to the national meet last October in Orlando. I earned the bronze medal for the 100-meter backstroke. My best strokes are the backstroke and the breaststroke. In fact, the US masters has a top 10 ranking for each age group for each stroke and distance, and I've cracked that the last two years in the backstroke and breaststroke.

"One thing about swimming competitions, they never come easy. There are plenty of solid competitors in all of the divisions, in all of the age groups. The ranks don't thin out until you get to about 90 years old and above. That tells you all you need to know about the longevity of swimmers."

Despite all that he has to look forward to, Lowry knows there will be tough days ahead because "after 53 years of being in horse racing, then all of a sudden to be completely out of it, I'm afraid it's going to be an empty feeling," he confessed. "I don't have that feeling yet, but I'm afraid it's going to come. All I can say is that it's been a fun ride."



LEGISLATION

(Continued from page 2)

sible, current horse-racing statutes found in the Business and Profession Code.

The following bills were vetoed:

AB 1902 – (Assemblyman Edward Vincent) would have permitted the CHRB to enter into an interstate compact to establish uniform licensing rules for states agreeing to join the compact, provided that California's participation in this compact did not result in the diminution of applicable existing standards established for licensure in California.

AB 2341 – (Assemblyman Richard Floyd) would have authorized the CHRB to adopt rules for the regulation of paint-horse racing, and would have designated certain allocations to breeder, owner, and stallion funds.

AB 2344 – (Assemblyman Floyd) would have revised the annual cap on imported races, and would have provided for thoroughbred racing associations or fairs to execute agreements with certain quarter-horse racing associations and horsemen's organizations concerning the signal and wagers on out-of-state and out-of-country thoroughbred races.

AB 2352 – (Assemblyman Floyd) would have provided for the allocation of racing dates to the California Exposition and State Fair or its lessee, while allocating certain funds to the California Standardbred Sires Stakes Program, and

would have exempted quarter-horse and harness associations from paying the license fee to the state, an amount equal to 8% of the total received by the association from the out-of-state betting systems and instead provide that the 8% be deposited with the official registering agency.

AB 2569 – (Assemblyman Bob Margett) would have changed the definition of a California-bred standardbred horse, and would have allowed the importation of certain races.

AB 2753 – (Assemblyman Tony Strickland) would have allowed proposition wagers to be made on all live horse races.

AB 2760 – (Assemblyman Herb Wesson) would have made declarations regarding the employment rights of backstretch employees, as well as providing for the conduct of a union representation election; would have required trainers to keep available for inspection accurate payroll records for all of their employees; and would have authorized advance deposit wagers via the telephone or other electronic media, under rules developed by the CHRB.



GUIDELINES

(Continued from page 4)

after racing in hot and/or humid conditions. Horses that have raced in cold weather should be moved inside as soon as possible.

Abuse of the whip cannot be condoned, for example, to make a beaten horse run faster, or if a horse is unable to respond, or if a horse is clearly winning.

After any veterinary treatment, time should be allowed for recovery before competition. The main purpose of rules controlling the use of drugs should be to protect the welfare of the horse and the safety of riders. Additionally, these rules should prevent unfair competition and the masking of defects that might be passed along at stud.

Racecourse stabling should be safe, hygienic, comfortable, and well-ventilated. Horses should be able to lie down in comfort without risk of injury. Fresh drinking water should always be available.

Starting gates should be properly designed and safe. Horses should be adequately prepared, so as to be familiar with loading procedures. Aids to loading should be limited to encouraging a horse without causing undue alarm or fear.

Every effort should be made to ensure that horses receive proper attention after they have raced, and that they are treated humanely when their racing careers are over.

When a horse is injured during a race, the jockey should dismount and the horse should be collected by ambulance whenever necessary. Veterinary expertise must always be available on the racecourse. If required, the horse should be transported to the nearest referral center for further assessment and therapy. Injured horses should be given full supportive treatment before transporting.

The incidence of injuries sustained in racing and training should be monitored. Track conditions, frequency of racing, immaturity, and any other risk factors should be carefully examined to indicate ways to minimize severe injuries.

If injuries are sufficiently severe, the horse may need to be destroyed on humane grounds. Euthanasia should be undertaken with the sole aim of minimizing suffering.

Owners should make every effort to ensure that their horses are sympathetically and humanely treated when they leave racing.



curity forces I mentioned, the result was a much greater security presence on the backside. I immediately noticed an improved perception among some horsemen of racing's integrity.

800 NUMBER FOR VIOLATIONS

We established an 800 number, so that anyone could easily call and report any problem or rule violation at any California racetrack or training facility.

Drug testing is another critical element of our Integrity of Racing Program. We reviewed that program, made some necessary changes, and implemented some new policies. I dare say that no racing jurisdiction has a better drug-testing

“We established drug classifications to give our licensees and stewards a clear understanding of the potential for each medication to influence the outcome of a race, and to make the penalties fit the crimes.”

Roy Wood

program than ours, which is centered at Truesdail Laboratories in Tustin, California. We have been utilizing the finest equipment, highly skilled technicians, and the most advanced testing methodologies.

Once we had the capability of detecting just about any drug at just about any level – down to the trillionths of a gram – we found it necessary to reconsider some of our rules and policies. We established drug classifications to give our licensees and stewards a clear understanding of the potential for each medication to influence the outcome of a race, and to make the penalties fit the crimes.

We wanted to be sure that we were not unfairly penalizing people who were administering legitimate therapeutic medications – only to have residues of those medications show up in post-race tests. So, we developed a list of authorized therapeutic medications that are permitted to be in post-race urine samples at or below certain, specific authorized levels. We established these levels based on our near certainty that at or below those levels the medications do not have the potential to affect the racing performance of a horse.

PRE-RACE TESTING PROGRAM

We created a pre-race testing program, allowing owners to have their horses tested before a race for the presence of re-

sidual levels of legal medications that are not authorized to be present in a horse during a race.

MITIGATING CIRCUMSTANCES

Because trainers are ultimately responsible for the condition of the horses under their supervision, and any drug positive can lead to punishment of a trainer, we developed a policy allowing horsemen to cite mitigating circumstances in their defense, such as contamination and other matters outside of their control. In this way, we fulfill our responsibility as regulators to prosecute drug violations, but licensees quite appropriately have the right to present evidence in their own defense.

Our racing stewards are probably the most visible part of our integrity program because they are the ones in the public eye. They supervise racing programs, conduct inquiries, issue rulings, and make critical judgments affecting the lives and pocketbooks of licensees and racing patrons alike. Accordingly, we instituted an in-house training program for our stewards, as well as our CHRB investigators, requiring them to attend various seminars that we put on throughout the year. These seminars cover a wide range of topics, including hearing procedures, race reviews, and much other information designed to help them become better stewards and to make their procedures and policies consistent and uniform throughout the state.

EQUINE MEDICAL DIRECTOR

I'm not aware of any other racing jurisdiction that has an equine medical director. Our equine medical director is on the staff of the School of Veterinary Medicine at Davis, and as a member of that staff, the equine medical director has all of the resources of the university at his or her disposal. I can't think of a finer person to advise us than Dr. Ronald Jensen.

The California Horse Racing Board is concerned about the problem of human drug abuse, which occurs at racetracks, the same way it does everywhere else in society. People who abuse drugs are not only a danger to themselves but to others as well, and to the horses they work with.

Accordingly, the Board has spent a great deal of time and effort to implement a human drug-testing program at racetracks, which encourages horse owners and trainers, on a voluntary basis, to conduct pre-employment testing of all job applicants. Supervising Investigator Michael Kilpack routinely accompanies Don Murray of the Winners Foundation as they visit with horsemen and encourage them to participate in this program.

We produced and developed our own Substance Abuse

(Continued on next page)

Video, narrated by actor John Forsythe, which talks about substance abuse and features some prominent racing personalities who beat the drug habit, including jockey Pat Day and retired trainer Gary Jones. The CHRB has made it mandatory for applicants to view this video as a condition of licensure.

‘PROTECTING INTEGRITY’ VIDEO

We produced a second video titled Protecting Racing’s Integrity, which takes us through an average day at the racetrack, beginning with morning workouts, barn searches, and other pre-race activities, then continues through the racing day, showing the running of a race, the supervision by the stewards and the official veterinarians, and ends with the drug-testing process, the collection of the urine samples and the testing at the lab. This video, I believe, also helps address the perception problem I mentioned.

Our CHRB newsletter is very important because it gives us direct access to the public. It helps us publicize the many proactive activities of the commissioners, staff, and stewards that I’m discussing here today.

SUCCESSSES

For the most part, our Integrity of Racing Program works. The proof is in the numbers. Over the last six years through February 2000, out of 100,697 urine samples tested, our laboratories detected Class 1, 2, or 3 prohibited substances in only 102 samples, which translates to a serious positive in just one-tenth of one percent of the samples. That is still too many positives, but those simply are not numbers that would suggest that the illegal use of drugs is widespread in our industry.

Our Board investigators are spending much more time on the backside than before we established our program. They are more visible. They are more accessible. And periodically, we put most everything else on the back burner and free all of our investigators to spend even more time in the stable areas. We did this at Santa Anita with the establishment of security teams, and we continued the program at Del Mar with four two-man teams sweeping through the stable areas during all training and racing hours. Their duties include the monitoring of Lasix injections, paying close attention to detention stalls and horses that are entered to race that day, and watching for unlicensed personnel in the stable area. Our investigators also do ride-alongs with practicing veterinarians while they are making their rounds. Again, horsemen are enthusiastic about our increased security presence on these occasions.

CHRB enforcement personnel have met repeatedly with racetrack executives and security chiefs to coordinate their activities and deal with any number of issues. For example, during the recent Hollywood Park meet, they met with the security directors of various racetracks, where they dis-

“Our Board investigators are spending much more time on the backside than before we established our program. They are more visible. They are more accessible.”

Roy Wood

cussed at length the presence of unlicensed people on the backside.

Our investigators periodically go to Fairplex and other training facilities, including San Luis Rey Downs Training Center, where they have successfully dealt with serious security problems. They involved local law enforcement in that action, which is another success story. Our investigators have excellent relationships with law enforcement agencies in San Diego County, Inglewood, Cypress, Arcadia, San Mateo, and Berkeley. In fact, this cooperative effort with the Arcadia Police Department led to a uniformed, mounted patrol program in the Santa Anita stable area. And our investigators attend local law enforcement meetings, where they gather information concerning drug activity, bookmaking, thefts, and other crimes that could affect the local racetracks.

California’s image in other racing jurisdictions is exceptional. I can assure you of that based on comments that I’ve personally heard at various conventions and gatherings. I can’t tell you how many copies of our Integrity and Substance Abuse videos we’ve distributed to other jurisdictions. And our newsletter is a best seller. They all respect California and recognize us as a leader in security and integrity matters.

SHORTCOMINGS

Despite our best efforts, we cannot convince horsemen to fully participate in our programs. Last year we received just one telephone call on our 800 hotline, and that concerned a matter unrelated to security. These horsemen who continue to complain about drugging in horse racing nonetheless refuse to provide us with any detailed information that might help us in our security effort. It makes you wonder about the validity of their claims.

And for the most part, horsemen have not been participating in our voluntary drug-testing programs. Only a handful of trainers participate, even though the cost is being absorbed by the industry. We often hear speculation about contamination as a cause for some equine drug positives. If horsemen truly believe this, most of them are not doing anything to help their own cause by testing their employees and keeping drugs out of the workplace.

The worsening economic climate for racing associations

through most of the 1990's impacted our Integrity of Racing Program because some tracks cut back on their own security personnel. Additionally, there no longer are TRPB agents in California to participate in the coordinated security effort.

We must encourage racetracks to do a better job in overseeing the admittance and supervision of unlicensed personnel in restricted areas. Proper procedures must be followed for the adequate control of unlicensed individuals who enter the stable area.

As for our own investigators and their workloads, we've had some setbacks there as well. We've lost some good people due to early retirement and others who moved on to more lucrative positions in other state agencies and the private sector. It's very difficult to replace these investigators, and the interview and hiring process takes a long time.

Additionally, for several years many of our investigators have prepared and presented cases for hearings. Due to the increased presence of private defense attorneys and other factors, those cases have become more complicated and time consuming, keeping the investigators away from the backside more than we would like.

IMPROVEMENTS

Our Integrity of Racing Program is getting better. One important recent change is an arrangement with the Attorney General's Office to have deputy attorneys general present all cases involving the more serious Class 1, 2, and 3 violations. This removes a tremendous burden from our investigators and has freed them up to spend more time in stable areas.

We have completed the interview process and recently made job offers to four highly qualified individuals, all with exceptional backgrounds in law enforcement, to add to our investigative staff. We also are in the process of instituting the new position of chief investigator in Northern California, similar to the role that our very capable Robert Nieto is filling in Southern California. This again should free up our investigators in the north, particularly the supervising investigator, for other duties.

The racetracks also are stepping up to the plate by increasing their security staffs once again. At Del Mar, the racing association has provided members of their security force to work with our investigators on the coordinated security teams that I mentioned.

Our in-house training program is being revised to include racetrack security personnel. And it will include a horsemen's presentation on what to look for around the barn area.

Our associate stewards are being made more available to our investigators to assist them in medication matters. In fact, the associate steward was made part of the security team at Del Mar.

The recent opening of the Kenneth Maddy laboratory at UC Davis, which now processes one-third of our equine blood and urine samples, further improves an already good

testing program. We truly have state-of-the-art equipment and some of the finest personnel in the industry, which provides us with ever greater confidence in the accuracy, reliability, and validity of our testing program.

ASSESSMENT

In spite of everything that we have done, in spite of our excellent record and accomplishments, in spite of our commitment to continue improving our program, we continue to hear complaints about widespread drug use in California racing. And, the reasoning goes, there is a need for many more investigators in the stable areas.

If I thought that putting five more investigators on the backstretch would solve the problem, I would be arguing the loudest for the funds to make this happen. However, I've never believed that throwing money, or in this case investigators, at the problem is the best solution. No matter how many people we put on the backside, we are never going to find the smoking gun. The real solution is the program we already have in place and the improvements that I've outlined. If we can get some additional investigators, that's fine, too, but it's only part of the solution, not the whole solution.

When it comes to horsemen's participation, we simply won't take no for an answer. We intend to keep pressing horsemen to help us in our efforts. We want them to be part of our team. We need the information that they say they have about cheaters. And we want them to have their workers tested for drug use.

The racetracks also need to participate more. The help we received at Del Mar is a start.

We are aware of discussions within the industry for the placement of security cameras at barns and the implementation of a detention-barn program. We are participating in those discussions, and we will continue to be a part of them.

I also believe that the additional assistance we are now receiving from the deputy attorneys general is going to result in improved presentations and, therefore, increased penalties. This should make people stop and think more about doing something illegal. And it should give the many honest horsemen the kind of reassurance they need that the California Horse Racing Board is doing its job.


Roy C. Wood, Jr.

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